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ABSTRACT

New Zealand is committed to reducing unemployment by providing its youth with more skills and appropriate job opportunities. In line with this policy are recommendations to introduce vocational elements into general education and increase secondary level work experience programs in keeping with the detailed legal, labor, and safety guidelines being prepared. Non-formal education, increasingly responsive to continuing and adult education needs, demonstrates much cooperation among educational systems, industry, and the work force. Plans exist for: an entrepreneurial skills training program for small business owners; an updated national apprenticeship program; and expanded preapprenticeship training. In addition, urban labor cooperatives (such as the Te Kaha Trust, a labor contracting concern providing on-the-job training to unskilled, unemployed, generally ex-convict minority labor) are becoming popular. As part of promoting certain industries, the government subsidizes four job creation training programs: (1) Special Training Programs to teach unemployed youth job-seeking, social, and employable skills while they receive unemployment compensation; (2) the First Job Program to place those with limited work experience; (3) the Skill Promotion Program to place the unemployed in jobs with systematic training programs; and (4) the Additional Jobs Program to expand operations. (SB)

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COMBINING EDUCATION AND WORK

Experiences in Asia and Oceania

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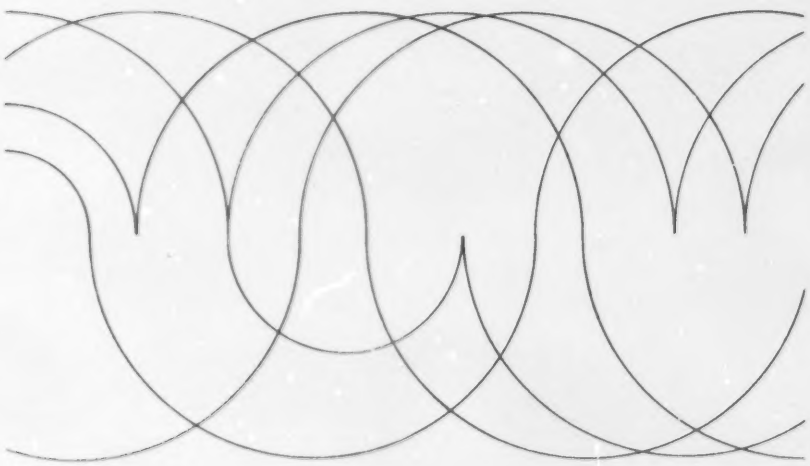

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COMBINING EDUCATION AND WORK

Experiences in Asia and Oceania

New Zealand

Prepared by an Ad-hoc Committee of the
New Zealand National Commission for Unesco
Wellington

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IN ASIA AND OCEANIA
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PREFACE

Many countries in Asia and Oceania, as in other regions of the world, are engaged in reorienting their education systems. A basic concern underlying these efforts is to make education functional and relevant to the needs of the individual and of the society. It is increasingly felt that the education systems tend to get isolated from the larger social, cultural and development goals of the society. This isolation is engendered when the process of learning is separated from the context of action and work, and is nowhere as marked as in the failure of education to provide children and youth with an active comprehension of the world of work.

The response to the problem is reflected in a variety of programmes underway in several countries of Asia and Oceania. Considering the importance of the issue, the Fourth Regional Conference of Ministers of Education and Those Responsible for Economic Planning in Asia and Oceania (24 July - 1 August 1978, Colombo) has "Interlinking of Education and Productive Work" as one of the major themes of the Conference.

The country studies presented in the present series were received in response to Unesco's request to the Member States. By the time of going to the press, studies from twelve countries were received and they comprise the present series being issued on the occasion of the Fourth Regional Conference. The assistance of Unesco National Commissions in these countries in having the studies prepared and of the organizations and scholars who have been responsible for them is gratefully acknowledged. These studies cover a wide spectrum of experiences, ranging from experimental projects to comprehensive, system-wide programmes, and detailed descriptions are offered of one or more projects in actual operation. It is hoped to add to the series as more country studies become available.

Opinions expressed in this publication are those of the author and do not necessarily represent the views of Unesco.

EXPLANATORY NOTE

The guidelines for this paper are so general that it could well encompass a description of the whole education and training system of this country, in all its complexity. It is not possible to do this with the time and human resources available, and discussion must, therefore, be limited to a broad overview of the situation and a few noteworthy examples of what is being attempted.

The ad hoc committee which contributed to its development had as its members:

Peter Creevey	-	National Council of Adult Education (Convenor)
Wynnis Beveridge	-	Nelson Community Education Service
Barry Masters	-	Vocational Guidance, Department of Education
Denis O'Reilly	-	Detached Youth Worker, Hawkes Bay Community College
Vel Puke	-	Vocational Guidance Service
Peter Rutherford	-	Wellington Polytechnic
Phil Tamahori	-	Department of Maori Affairs
Deirdre Wogan	-	Department of Trade and Industry
Russell Brownstone	-	Massey University (corresponding member)
Mary O'Regan	-	Secretariat of the New Zealand National Commission for Unesco

The views expressed in this paper are not necessarily those of the New Zealand Government or The New Zealand National Commission for Unesco. Similarly the views expressed may, in some instances, not be the views held by all the individuals who participated in the discussions of the ad hoc committee.

PART I

A. General Description and Policy Trends

Within New Zealand's formal education system, at all levels, there is generally an appreciation of the need to make early educational experiences continually more relevant to later life, and there is a growing acceptance of the concept that learning, formal and informal, is a life-long phenomenon.

Our political parties have committed themselves in principle to life-long education. The first steps in implementation have appeared with the establishment of the first community college by a previous Government and the commitment to a continuing education bursary in the policy of the present Government.

1. Some policy developments and recommendations

The relationship between a broad basic secondary education in the secondary school and technical and vocational education as a tertiary function is stated in a New Zealand context in Education in Change[1]:

> Any education designed to develop positive attitudes towards change must acknowledge that the qualities needed for success in a chosen vocation consist of more than technical skills (important as these are); personal qualities are also important.
>
> In wealthy industrial nations 'life adjustment' has become extremely important in holding and advancing a job. It is, therefore, reasonable to argue that 'education for living' is the most valuable aspect of 'vocational training' and that the most convenient agency is the schools system. Specialized training for a

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1. *Education in Change*: Report of the Curriculum Review Group, NZ Post Primary Teachers Association 1969.

> livelihood can then be given at a tertiary institution to young people who will more readily adapt to changing conditions and requirements. Finally, it cannot be taken for granted that 'having a job' will be as important in the future as it is today. The ability to be 'fully human' will be a necessary attribute of a successful citizen in a community in which the time spent at work is dramatically reduced. This attribute will be developed only if our education system can help all young people to live full lives outside working hours. The teachers of so called 'vocational' courses, for example homecraft and technical, fill an important role here. Most if not all these teachers see their activities as fully educational in the sense of contributing to their pupil's developing humanity. 'Artistic', 'recreational' and 'educational' would be apter terms for the work they do. In a modern educational system there is little place for the traditional view that the function of these studies is to impart actual job skills. Such preparation is the province of the tertiary institutions and 'in-plant training'.

Subsequent to this, a committee of the New Zealand National Commission for Unesco has recommended that any general education curriculum should include vocational elements, to prepare young people for the world of work.

The Tyndall Commission, whose enquiries into vocational training in 1965 led to the establishment of the Vocational Training Council, pointed out that "some degrees of acquaintance with the adult world, including the work world, is desirable as part of earlier education".

The 1972 report on "Lifelong Education"[2] suggested that "from secondary school onwards, learning and work should, wherever possible, be complementary rather than alternative and competing activities as they have generally been. This principle would involve part-time study and part-time work".

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2. *Lifelong Education*. Report of a Committee of the New Zealand National Commission for Unesco, 1972.

2. Responsibilities for liaison

Responsibility for maintaining relationships between vocational education and employment in New Zealand rests mainly with three statutory bodies, the Vocational Training Council (VTC), the Trades Certification Board (TCB) and the Technicians Certification Authority (TCA) and special committees which act through them.

The Department of Labour through its apprenticeship committees also plays an important role in ensuring that vocational education keeps in touch with the needs of industry.

Thirty-seven national apprenticeship committees and two hundred and fifty seven local committees administer 30,000 apprentice contracts. The Trades Certification Board sets examination standards, mounts examinations nationally for 72 trades, sets and moderates 424 examination papers for 42,000 apprentices each year, and on the basis of examination results, awards certificates to the successful.

The Technicians Certification Authority in the same way mounts examinations nationally for 40 certificates at technician level, sets and moderates 290 examination papers for 30,000 students. Study for completion of any certificate awarded by these bodies is dependent on concurrent study at an institute and work experience in relevant employment.

A great deal of the work done by the statutory bodies is carried out by committees responsible to them and both the Boards and their committees include employers, trade unionists, educators and Government officials.

The Vocational Training Council establishes training needs and priorities, evaluates training schemes and recommends training incentives through its 26 industry training boards, and is concerned with encouraging training in enterprises from operative through to management level.

The Council has helped many New Zealand enterprises, both large and small, to systematize on-the-job training and has been instrumental in bringing about rapid growth in the number of enterprises providing training courses for their employees and for a marked improvement in the quality and availability of these courses.

The Technicians Certification Authority and the Trades Certification Board are independent statutory bodies for whom the tertiary institutions act as agents, providing tuition for the certificates they administer. Technical institutes also act as teaching agents for the NZ Society of Accountants, the Royal College of Health and other similar examining and certificate awarding bodies.

The bulk of operator level training is carried out by enterprises who may qualify for a training incentive payment but the amount of training at operative level taking place in technical institutes is increasing.

3. Current priorities

Priority areas are sometimes dictated by events, rather than promulgated as long-considered national policy. The formation of an ad hoc Cabinet Committee on Training and Employment of Youth and the refurbishing of the Consultative Committee on Employment, which is part of the Industrial Relations Council, both indicate the growing national concern over a shortage of skills and job opportunities amongst the young.

School-leavers and people under 25 account for a disproportionate percentage of those without work or registered as unemployed and receiving welfare assistance. This trend has been increasing in the last few years.

B. Formal Programmes

1. In-school programmes

Guidelines on a Student Employment Exploration Scheme are at present being prepared for circulation by the Department of Education to secondary schools. This idea has grown out of work experience schemes which were organized in some schools for students with physical or other learning problems. Some school organizers felt that the scheme had merit for all students, rather than just those who were unlikely to complete the normal type of curriculum, and, in fact, there was a spontaneous pressure from other students to participate in a work experience programme.

If people who have left school later become motivated to obtain further formal education or qualifications, there are growing opportunities for them to do so. In addition to the evening class system at polytechnics or high schools, the secondary schools are now opening their classrooms to adults. Almost half of the country's secondary schools now have some adult students, with a total of over 1,000 in 1978.

The feedback from the teachers organizing the adult studies is positive. Adults usually join regular classes of secondary students, and teachers are reporting a better morale in the classroom, and better work attitudes amongst the regular students (often after initial tension); as well better interpersonal relationships are apparent in classrooms, commonrooms and school grounds. In some rooms, parents and children take classes together and help each other with homework.

2. Tertiary education

In higher education, New Zealand universities offer provisional entry to non-matriculated citizens at age 21, with continued enrolment dependent on a reasonable record of academic attainment. The university fees system compares favourably with most in the world, and the system of Standard Tertiary Bursary is at present under review. The Department of Education's "sighting shot" at the problem filled 96 pages, and it would overburden this report, but the existing bursary system provides for some 25,000 tertiary students and 5,000 student teachers, at a cost of roughly $25 million for the tertiary students and $28 million for the student teachers. The aim is to produce an equitable system of study grants covering all persons undertaking post-school study, study grants being almost the only form of study assistance given in this country.

More than 80% of the courses in both technical institutes and community colleges are 'vocational' and cater for many levels of practical and academic competence, from short courses at operative level through all forms of apprentice training to technician, nursing and paramedical studies which often equate with first or second year levels of a university degree.

Technical institutes and community colleges award their own certificates in some areas but most of the teaching is directed towards examinations in skills at Trade

Certificate level administered by the New Zealand Trades Certification Board, or to examinations administered by the New Zealand Technicians Certification Authority, which examines and certificates at technician level. New courses are approved by th: Department of Education and the number of courses approved each year depends on staffing levels which the Government sets, having regard for the country's overali manpower needs. A staffing budget is allocated to each institute and within this budget the institute sets its priorities for courses it wishes to establish or continue.

Institutes and community colleges are financed from funds voted by the Central Government and apportioned through the Department of Education according to a formula based on student hours taught. (A student hour is one hour spent by one student actively being taught or supervised by one tutor).

Although technical institutes and community colleges are subject to the general oversight of the Department of Education, each institution has an independent governing council responsible for hiring staff, for stewardship of the finance voted and for the general day-to-day running of the institution. These councils are elected from representatives of industry and commerce (both are elected from representatives of industry and commerce (both primary and secondary), trade unions, employers organizations, local bodies, usually on an electoral college basis.

Mention should also be made of the extensive extramural enrolments at university, which in 1979 are likely to include Stage Three papers for the first time. This is a popular method of obtaining job qualifications, although it usually only involves the educationally advantaged.

A sub-committee of the New Zealand National Commission for Unesco is currently studying the relevance of university science education to industrial employment, with a view to setting up a workshop-seminar on university-to-industry transition.

The Education Act 1964 defines a technical institute as "an educational institution providing continuing education and related advisory guidance services". For the purpose of defining a community college, the phrase "and other educational services designed to meet the particular circumstances of the local community" is added.

In 1978, technical institutes, community colleges, senior technical divisions of secondary schools and technical classes at other institutions will cater for an estimated 5,500 full-time students and 100,000 part-time students in addition to the 24,000 enrolled with the Technical Correspondence Institute.

A tertiary bursary of $26 per week is paid to full-time students in the technical institute system. This sum is abated to $15 per week if the student is living at home. To qualify for the bursary a full-time student is defined as one who attends an approved course for a minimum time of 800 hours each year. There is no bursary assistance for part-time students. In 1977, bursary payments to technical institute students are estimated to cost the Central Government $3,800,000.

Technical institutes in New Zealand are non-degree granting institutions and teach a variety of courses, both 'vocational' and 'non-vocational', to students who have completed their secondary school education and whose ages range from 15 years upwards.

C. Non-formal Systems

1. Current issues and policy trends

There are now avenues provided, through the independent National Council of Adult Education and Vocational Training Council, for co-operation and collaboration between the formal and informal learning systems, the workforce, industry and commerce, and also with other occupational groups which might not normally be covered by the simple inclusion of employers' or employees' organizations.

It would be fair to say that New Zealanders have a passion for consultation, or at least a tradition of consultation which cannot be readily set aside, and for this reason the likelihood of sweeping changes is probably remote. However, at the present time the improving interrelationships mentioned above are giving rise to a number of useful schemes and pilot projects. These are being boosted where possible by an encouragement of regional initiatives and responsibility on the part of Central Government. The search for better systems is also being prompted

by straitened economic circumstances, which are producing high levels of unemployment particularly in the younger age groups and amongst school leavers.

Action has been slow on any plans which might produce integrated manpower planning or an active labour market policy such as that of Sweden. The requisite data base will take considerably more patient construction, and the cyclical slumps in the economy always leave a legacy of skill shortages behind them.

The field of Continuing Education is an expanding one, and many of the organizations involved in the field have moved a considerable distance away from the traditional "hobby class" concept of adult education. Many of the course offerings of high school extension classes, university extension, the Workers Educational Association and other groups today reflect the articulated needs of their communities, and, in many cases, deal with social needs or occupational skills as much as with the enrichment of life. The fees for most such learning opportunities are extremely modest.

The recent report of a national Task Force on Economic and Social Planning[3] underscored the need to expand the emphasis on continuing education, particularly non-vocational community education programmes and "second chance" education, as the first recommendation in the social planning area. The second recommendation was concerned with educational entitlement for all citizens.

Mr. Henk Vredeling, Vice President of the European Commission, has been reported recently as saying that a "qualitative mutation" seems to be taking place in relation to the world of work; that in the future there may not be a place in the work-force for everybody who might formerly have sought a formal job with pay; and that the chance is being given for more personal and environmental caring in our communities.

At the same time, the Manpower Services Commission in the UK, (Review and Plan for 1977) has warned that the

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3. *New Zealand at the Turning Point*. Report of the Task Force on Economic and Social Planning, 1976.

current unemployment trends will continue at least until the early 1980's and that there is need for an expansion of vocationally-oriented education for adults. The main question seems to be who shall fund and promote it; governments and industry often seem wedded to the concepts of cost-cutting depression conditions, which leaves the unemployed or under-employed isolated, and potentially alienated from society.

The NZ Labour Party Manifesto for the 1978 election includes relevant proposals, e.g. provision for school leavers to do one year's community work while receiving the standard tertiary bursary.

2. Labour co-operatives

Some groups of disadvantaged persons, particularly among ethnic minority groups, are questioning the need for people to always fit in with the demands of an industrial and economic system which is largely discredited in social terms, and which by its very nature will continue to produce a social debris of alienated and disadvantaged people.

A "new economic order" is looked for just as eagerly in some parts of New Zealand as it is in countries which are immediately recognized as being Third World. This idea, that individuals should have more control over their destinies, and that people should work in order to live more fully, rather than exist in order to provide their labour to industry, is one of the main motivating forces behind the formation of labour co-operatives in the urban areas.

A training scheme for persons interested in assisting or co-ordinating the growth of new labour co-operatives is now being offered at one Community College. Although the skills being taught to these co-ordinators can be described as "supervisory" or "managerial" in traditional terms, they are distinctly different from those of the average manager in industry, and are much more closely related to the low-key approach of a community development worker or "animateur".

The co-operatives often indicate a wish for an alternative life-style which will preserve many of the supportive, communal values of Polynesian society in an urban environment.

Combining education and work

Denis O'Reilly explained to the committee preparing this paper that these are not national schemes, but they involve many people who are linked by a common philosophy. He added that, since by the year 2000 some 50% of New Zealanders will be part-Polynesian in origin, a Polynesian approach which is community and co-operative oriented would seem to be one realistic approach to our economic and employment problems.

3. Small business and other forms of occupational training

More than 90% of New Zealand entrepreneurial undertakings are small businesses with less than a dozen employees, small partnerships, or self-employed persons operating as individual enterprises. The failure rate amongst these enterprises is disturbingly high, as most such people do not have the requisite entrepreneurial skills. Government, through a Small Business Agency assisted by Vocational Training Council, Productivity Council and other organizations, is looking for a training programme which will provide the necessary skills and make this area of the economy more robust. The possible solutions include some coverage of business principles in all apprenticeship courses or at school, more varied offerings in the extension services of educational institutions, or informal learning situations sponsored on a regional basis and drawing largely on resource persons within the regions.

Other smaller, more experimental schemes around the country include the growth of rural craft co-operatives, often with a kinship or community base, the promotion of small, communally-owned industrial ventures and the labour co-operatives, which mostly enlist younger people from ethnic minorities who have been adversely affected by the transition from a rural to an urban life-style.

The existence and encouragement of all these groups, of this diversity of schemes for acquiring skills and finding a useful role in society, are hopeful signs for the future. Whether or not current economic upheavals throw New Zealand back more onto its own human and material resources, the wealth of new ideas now being put into practice should produce a more resilient internal economy and a richer fabric of life-style in this multi-cultural society.

4. Post-school priorities

The consideration of pilot schemes, or those which are mainly designed to cope with an upsurge in unemployment figures, should not obscure the other major, ongoing education-and-training schemes.

A national apprenticeship system of many years' standing has served New Zealand well, but there have been growing criticisms that it is not flexible enough to deal with fast technological or social change. For this reason the Vocational Training Council has been encouraging a nation-wide discussion of the scheme and the alternative methods of up-dating it. This is an ongoing project, and its results may not be collated for some months yet.

The Vocational Training Council's review of apprenticeships include suggestions for:

- apprenticeship courses to comprise modular courses in a variety of skills
- provision for second-chance education
- pre-employment training
- a basic pre-apprenticeship module covering a variety of fields. (It was noted that Technical Institutes and Community Colleges have been running these general courses giving young people the opportunity to consider a variety of skills and job opportunities).

Successful schemes of pre-apprenticeship training, which are designed to give essential learning skills to would-be apprentices, have been in operation for some years. These have been designed to assist rural Maori youngsters, but the Unesco-sponsored report on Technical and Vocational Education[4] has recommended that this type of strengthening of the apprenticeship system be extended to urban youths, either Polynesian or European, who are in need of vocational nurturing.

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4. *Technical and Vocational Education.* Report of a Committee of the New Zealand National Commission for Unesco, 1977.

Combining education and work

It has been suggested that, in view of the shortage of journeymen and other resources, apprentices should in future be indentured to the industry as a whole, rather than to a single employer.

It has also been suggested, in the Report on Technical and Vocational Education[5], that all students should be encouraged to plan for at least one year's work experience between the completion of compulsory schooling and the commencement of any continuing education. Recommendations of this Committee include:

> That vocational education should be an element in the general education of all secondary students; specifically to impart an understanding of the world of work, the range of occupations available, their educational and training requirements and the appropriate agencies where information and guidance can be obtained.
>
> That the general education of students in secondary schools should contain vocational elements within their interests, and work exploration courses in secondary schools should be further developed and encouraged.
>
> That broad-based pre-apprentice schemes for rural Maori youth be extended to cover urban multicultural groups in need of vocational nurture.
>
> That secondary schools should encourage their students to consider the advantages of spending at least a year in the world of work after leaving school and before entering continuing education.
>
> That supplementary programmes of vocational and technical education which minimize the reliance on verbal or reading skills in initial vocational training, should be encouraged in both pre-employment and on-the-job training.

The Department of Labour has this year promoted several employment-and-training schemes, funded out of a special mini-budget allocated at the end of 1978. These

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5. *Technical and Vocational Education.* Report of a Committee of the New Zealand National Commission for Unesco, 1977.

cover school leaver pre-employment training in job-seeking and social skills; special institution-based training programmes to equip particularly unemployed school leavers with minimal job skills; a skills promotion scheme which offers to subsidize the wages of apprentices or other trainees in private industry where the jobs created are surplus to the normal labour requirements of the enterprise; a first-job subsidy and an additional-job subsidy which will encourage employers to give people work, but without any formal or off-job training provisions being guaranteed.

At the outset, there was some protest against the emergency schemes from those concerned with regular and ongoing programmes of training and education, such as trade unions or Industry Training Boards. Consultation and involvement has removed most of these objections.

The present situation is helping to soften some of the boundaries between formal and informal learning opportunities, between vocational training for employment in industry and other work occupations in society. This allows for better coordination of functions, and produces a "world of work" which should be ever more responsive to the needs, motivations and circumstances of the individuals which give it life.

PART II

A. Job Creation Programmes of Government

1. Special training programmes

Background: The Government has decided to introduce, where necessary, special training programmes for unemployed young persons through technical institutes, community colleges and senior technical divisions of some secondary schools. The purpose of these programmes is:

- to forestall unemployment among young people
- to enhance their social and job seeking skills
- to provide them with skills which will be required now or in the future.

Implementation: Local Committees will advise, approve or recommend on special training programmes. Employment Advisory Committees, where they exist, will be the channel of action. Nine Employment Advisory Committees have already been established for the following eleven districts: Whangarei, Auckland/Manukau, Tauranga, Gisborne, Napier/Hastings, Palmerston North, Greymouth, Christchurch and Invercargill. Employment Advisory Committees are about to be established in Hamilton and Rotorua.

A special local committee will be established, under the chairmanship of the Department of Labour's District Officer, in each of the remaining nine employment districts: New Plymouth, Wanganui, Masterton, Lower Hutt, Wellington, Blenheim, Nelson, Timaru and Dunedin. All of these Committees will include representatives of employer and trade union organizations, the Departments of Education and Social Welfare and the Principals of local continuing education institutions involved.

Types of courses.

a) Pre-employment courses. These are general courses aimed at improving social and job-finding skills. They may be needed chiefly for young people with lower educational qualifications but may in some areas be necessary

as job-orientation or job finding skill programmes for young people with a range of educational qualifications. Such courses would normally include a guidance component and may in some cases also need remedial components. They will be shorter courses not exceeding six weeks of 35 hours. Annex I sets out some ideas for the possible shape of such a course, based on experience.

b) Short-term skills training courses. These would be aimed at providing specific skills training for a particular occupation or range of occupations. Such courses are likely to be shorter and could be only a few days; they are more likely to be linked with local employment prospects in that field. In no case would any such course be longer than 20 weeks of 35 hours. Annex 2 lists some possible types of such training.

c) General skills training courses. These might include some social and job-finding skills or other components of type A (as B above also might) but would be more directed to training in basic skills over a range, e.g., of workshop or clerical tasks. In no case would any such course be longer than 20 weeks of 35 hours.

Approval of courses: Local Committees have authority to approve the following types of courses:

- Pre-employment courses not exceeding 6 weeks in length,
- Short-term skills training courses not exceeding 3 weeks in length.

provided that operating costs for these courses conform to guidelines specified by the Department of Education.

The following types of courses require a favourable recommendation from a Local Committee before they will be considered by the Department of Education's Head Office:

- Pre-employment courses and short-term skills training courses involving additional operating costs,
- Short-term skills training courses exceeding 3 weeks in length,
- All general skills training courses.

Proposals of courses: The Department of Labour's District Offices are responsible for the co-ordination of proposals for courses submitted to Local Committees. The preparation of proposals will involve:

a) A review undertaken by the Department of Labour of the employment skills of registered unemployed persons and those on special works.

b) An assessment of potential employment opportunities in the area which is to be made in consultation with employers.

c) A detailed preparation of proposed course plans to be carried out by the Department of Labour and local continuing education institutions.

Selection process: The Department of Labour will be responsible for referring to appropriate courses of types A, B and C, young people who are registered as unemployed or on special work and who seem likely to benefit from undertaking such training. When all places on a training course cannot be filled with young people regist red as unemployed or on special work, applicants referred by other agencies including the Vocational Guidance Service and the Probation Service can be accepted.

Department of Social Welfare assistance: The Department of Social Welfare has agreed to provide the following assistance to trainees:

a) Persons receiving unemployment benefit will continue to be paid unemployment benefit.

b) Special workers will be granted unemployment benefit from the day following the cessation of special work employment or later date to which holiday pay was made.

c) For those who qualify for unemployment benefit but do not qualify for payment at the maximum rate, the Department of Social Welfare will, on representations, review and increase the rate of benefit.

d) A rehabilitation allowance of $10 a week will be granted by the Department of Social Welfare to those trainees, under age 16.

Registered unemployed persons and special workers have the right to refuse referral to any of these training courses. Trainees are free to leave a course at any time to accept employment.

General approach to be adopted: The range of possible courses is as wide as the needs of unemployed young persons, the breadth of employment prospects and the resources of course organizers. It is clear that training needs and opportunities may vary widely from one centre to another, may emerge at different times, and may need rapid local response.

Since many unemployed persons lack very important social skills, at times it may be necessary to place a person firstly on a pre-employment course and then follow this with a short-term skills training course, i.e., a "stair case" training programme. An important aspect of flexibility is the possibility of contracting specialists to act as tutors and then mounting some of the skill training courses on-the-job, e.g., farm and fencing skill training courses could be run by specialists on farms.

There is no wish to constrain local committees and the institutions in the kinds of programme which should be considered. However, they must start from the assumption that:

a) Training programmes devised should be realistically linked where possible to employment prospects, or aimed to enhance the employability of those for whom they are offered;

b) Where such employment prospects may exist but are not in the local area, realistic guidance counselling at intake and as part of the course will be essential;

c) Proposals which do not have the support of employer and employee groups are not likely to be of use to those being trained;

d) Priority should be given to skills courses in keeping with the Government's stated objectives, i.e., to promote export manufacturing industries, agriculture, horticulture, forestry, fishing, mining and tourism.

2. First job programme

Objectives: In addition to the general objectives of the new private sector job creation measures, this programme aims to assist the placement into permanent jobs of persons with limited recent work experience. It will also provide an alternative programme for employers whose vacancies do not qualify under the Skills Promotion Programme. Although all persons under 60 years of age eligible for placement under this programme, it is expected that it will have most application to young persons, e.g. school leavers, persons with unstable work records and reluctant school returners.

Eligibility: Eligible employers under the First Job Programme are the same as for the Skill Promotion Programme.

Vacancies notified by employers under this programme can be in replacement of staff who have left of their own accord or for an addition to staffing levels, provided they meet the following criteria:

(a) they are for full-time employment
(b) they are *not* for seasonal employment or other temporary employment.

Persons referred to vacancies under this programme must

(a) be under 60 years of age

(b) *not* have held a job with the same employer for more than 6 months during the last year *or* have had no previous permanent job (exclude holiday jobs).

(c) either have been registered as unemployed or engaged under the Temporary Employment Programme for at least two weeks, or be school pupils enrolled for employment assistance. The two week requirement can be waived if, in the opinion of the Employment Service, normal employment will clearly not be available within two weeks of registration.

Priority for placement: When making placements under this programme, priority will be given to vacancies arising in the export industries and in activities that have been approved as "high priority" activities by the Department of Trade and Industry.

Subsidy details: Wage subsidies paid under this programme will be broken into a recruitment element and a retention element, viz:

(a) $20 a man week for six months commencing from the date the worker is engaged by the employer;

(b) a lump sum payment of $520 payable 12 months after the date the worker is engaged by the employer. This lump sum payment is to be made only if the worker concerned has remained in continuous employment with the employer for 12 months from the date of engagement under the First Job Programme.

The flat rate subsidy and the lump sum payment apply irrespective of whether the worker concerned is to be paid by the hour or on a piecework basis. Subsidies will be paid only in respect of time actually paid for by the employer, i.e. no periods covered by Accident Compensation Commission payments will attract the subsidy.

Employee dismissals: Employers have the normal rights of dismissal under this programme but must recognize that the Department reserves the right to cease paying subsidies to workers if the employer is dismissing other staff.

Programme duration: Wage subsidies under the FJP will be available for all qualifying vacancies notified to the Employment and Vocational Guidance Service from 8 March 1978 to 30 September 1978.

No subsidies under this programme will be payable beyond 31 October 1979.

3. Skill promotion programme

Objectives: In addition to the more general objectives of the new private sector job creation measures, this programme aims to assist the placement of unemployed

persons into jobs that provide systematic training leading to a recognized qualification. In this way, skill levels within the labour force will be increased and the future employability of programme participants will be improved.

Eligible employers: This programme will apply only to employers in the private sector. The following public sector employing bodies are excluded from participation:

- Public Service (except State Insurance Office and Government Life Office)
- New Zealand Post Office
- New Zealand Railways
- Legislative Department
- Parliamentary Counsel Office
- New Zealand Police
- Public Trust Office
- Armed Forces
- Local Authorities (including ad hoc bodies such as Hospital and Education Boards).

Employers who have taken positive action to reduce the size of their labour force in the appropriate occupational category subsequent to the announcement of the programme will be ineligible to participate. Positive action includes dismissals by the employer (except for reasons of misconduct). The appropriate occupational category means the occupation specified in the programme vacancy notified by the employer.

For the purposes of this scheme, each employing unit operated by large companies should be treated as a separate employer.

Eligible vacancies: Vacancies notified by employers under this programme can be in replacement of staff who have left of their own accord or for an addition to staffing levels, provided they meet the following criteria:

(a) they are for full-time employment

(b) systematic training will be provided that leads to a recognized qualification (see list of examples shown in as Annex 3)

(c) the training provided is consistent with the job to be done

(d) the training is primarily on-the-job, i.e. more than 50% of the employee's time will be spent on-the-job.

Eligible workers: Persons referred to vacancies under this programme must

(a) be clearly in a position to benefit from systematic training;

(b) be under 60 years of age; and

(c) either have been registered as unemployed or engaged under the Temporary Employment Programme for at least two weeks; or be school pupils enrolled for employment assistance.

The two week requirement can be waived if in the opinion of the Employment Service normal employment will clearly not be available within two weeks of registration, or if the person seeking employment assistance is already part-way through the same systematic training as that offered by the employer, e.g. apprentices who have been laid off.

Subsidy details: Wage subsidies paid to employers under this programme will last for 12 months from the date the worker is engaged by the employer and will be paid only in respect of time actually paid for by the employer, i.e. no periods covered by Accident Compensation Commission payments will attract the subsidy.

For placements under the SPP the weekly rate of subsidy will be $30 per person, except for apprentices during the time their employers are eligible to claim an extended trade training wage incentive. In this case the weekly rate of subsidy will be $15 per person. This reduction is necessary to avoid the situation where the Government is meeting more than 100% of the wages cost of the employee. The Apprenticeship Section of each district will be responsible for determining eligibility for and duration of extended trade training wage incentives.

This flat rate subsidy will apply irrespective of whether the worker concerned is to be paid by the hour or on a piecework basis.

Employee dismissals: Employers have the normal rights of dismissal under this programme but must recognize that the Department reserves the right to cease paying subsidies to workers if the employer is dismissing other staff.

Programme duration: Wage subsidies under the SPP will be available for all qualifying vacancies notified to the Employment and Vocational Guidance Services from 8 March 1978 to 30 September 1978.

No subsidies under this programme will be payable beyond 31 October 1979.

4. Additional jobs programme

Objectives: In addition to the general objectives of the new private sector job creation measures, this programme aims to provide employment opportunities for all age groups while at the same time reducing the initial labour costs of employers who are expanding activities. In the current economic climate these employers are likely to be those in export or other internationally competitive activities.

Eligible employers: Eligible employers under the Additional Jobs Programme are as for the Skill Promotion Programme but with the following further exclusions:

(a) Employers engaged in retail trade; wholesale trade, or financial services.

(b) Employers who have prior to 8 March 1978 announced plans to expand activities.

Eligible vacancies: Vacancies notified by employers under this programme must be

(a) for full time employment

(b) only for an addition to staffing levels

(c) *not* in respect of an expansion plan, the details of which were public knowledge before 8 March 1978.

For non-seasonal industries the requirement in (b) above means an increase in staff over the number currently employed or over the average numbers employed in the preceding 12 months, whichever is higher. For seasonal industries an increase in the number of jobs over the corresponding period of the previous year is required.

Eligible workers: Persons referred to vacancies under this programme must

(a) be under 60 years of age, and

(b) either have been registered as unemployed or engaged under the Temporary Employment Programme for at least two weeks, or be school pupils enrolled for employment assistance.

Priority for placement: When making placements under this programme the following priorities will be observed

(a) High Priority: agriculture, horticulture, forestry, fishing, export manufacturing industries, firms exporting services and manufacturing activities that have been accorded "high priority status" by the Department of Trade and Industry.

(b) Low Priority: industries that are clearly high import users, e.g. motor assembly industry, plastics manufacture, assembly of TV's, etc.

Subsidy details: Wage subsidies paid to employers under this programme will last for six months from the date the worker is engaged by the employer. Subsidies will be paid only in respect of time actually paid for by the employer, i.e. no Accident Compensation Commission payments will attract the subsidy.

For all placements under the Additional Jobs Programme the subsidy paid will be 33⅓% of the basic ordinary time occupational rate as described in the appropriate industrial instrument (including house and oral agreements) as at the date the worker is engaged by the employer or $50 per man week, whichever is less. For piecework 33⅓ of the wages payable will be subsidized to a maximum of $50. Employers are required to state in their application the award, agreement or instrument under which subsidized workers will be paid.

Under this programme no retrospective payments resulting from negotiated increases or general adjustments will be met by the Department of Labour.

For other than piecework the one-third subsidy will apply only to the ordinary time hours worked by the employee, although paid absences (such as sick leave, statutory holidays, holiday pay which accrues during the period, etc.) are included. No subsidy payment will be made for overtime hours worked.

Claims for holiday pay should be included in the final claim and will be paid at the rate of 6% of the total subsidy payable.

Employee dismissals: Employers will have the normal rights of dismissal of workers employed under this programme *but* subsidized workers must be the first to be dismissed where an employer wants to reduce the size of his labour force.

Programme duration: Wage subsidies under AJP will be available for all qualifying vacancies notified to the Employment and Vocational Guidance Service from 8 March 1978 to 30 June 1978. No subsidies under this programme will be payable beyond 31 January 1979.

ANNEX I

Contents of Pre-employment Courses

Pre-employment Courses would cover the following areas:

1. Career orientation and counselling;
2. Job finding techniques;
3. Interview experience and coaching;
4. Self presentation;
5. Employer relations and trade union information;
6. Home economics and budgetting;
7. Citizenship, community work experience;
8. Remedial reading and maths.

ANNEX 2

Range of Short-term Skill Training Courses

(A) General Skill Training Courses for:

1. Farming
2. Forestry
3. Horticulture
4. Fishing

(B) Specific Skill Training Courses in:

1. Fencing
2. Pruning
3. Shearing
4. Parklands maintenance
5. Fork lift driving
6. Truck driving
7. Electrical linesmen
8. Concrete work (paths, drives, etc.)
9. Steel tyeing
10. Gas line laying
11. Metal and woodwork machines and tools (in the process area not trades work)
12. Welding
13. Painting
14. Cooking
15. Machinists

ANNEX 3

Examples of Systematic Training

that Lead to a Recognized Qualification

Jobs qualifying under the Skill Promotion Programme are those which provide:

(a) a structured training programme leading to a recognized qualification;

(b) the person concerned with a skill which is transferable between employers (i.e. is not a skill that is peculiar to the employer providing the training).

The following list of examples is not intended to be exhaustive:

- Apprenticeships
- Farm Cadetships
- Technicians
- Engineering Cadetships
- Home Appliance Servicemen Trainees
- Welders
- Clothing Machinists

B. Work Exploration Guidelines for Schools

1. The NAENAE College work exploration scheme as a forerunner

Origin and further development: The scheme began in the early 1970's within the department of general studies, for "problem" students or those with learning difficulties which made it unlikely that they would complete or be able to cope with the traditional high school curriculum. There was some formal testing of the children's abilities, but mainly the evaluation of primary and intermediate teachers was drawn upon.

Students in their second year would spend one day a week in a work placement for six weeks, followed by six weeks of school studies only. There would be up to 67 students "working" at any one time.

Pressure from other students led to the scheme being expanded, in 1975, to cater for anybody requesting a placement, and up to 120 students each week would be placed in government offices or private industry.

In almost all cases the students received good reports from their placements, being described as reliable and co-operative, even those who had been "problem" students in the normal school setting.

The placement selection and monitoring involved co-operation between the school guidance counsellor, the Departments of Education, Labour, Trade and Industry, and trade union officials.

Experiences generated by the scheme: Findings of the programme co-ordinator were that the programme:

- made school programmes more relevant for students
- helped social adjustment in and out of school
- helped the potential early leaver to make the most of school

- helped narrow the career choices of undecided students
- helped school/community relations.

Other findings were that parent involvement was essential for a full understanding of the programme as a valuable educational tool; that there was some need for unions to create an appreciation that the students were not stealing jobs from other workers; and sometimes a better appreciation of the scheme from other teachers, who felt that if children were not in a classroom then they could not be learning anything.

Academic students of superior ability were not adversely affected by the work experience; on the contrary, their performance in academic areas often improved, and it was thought by some of their teachers that they had previously spent too much time in the classroom.

In an evaluation of the scheme, the school counsellor felt that a full-time staff appointment to coordinate the programme was justifiable for the future, and that this person would need the right aptitudes, attitudes, and special induction into the role.

The placement obtained for pupils, once the scheme had been expanded to serve any motivated or referred student, included the following: farming, surveying, factory work, warehousing, retailing, forestry, banking, plumbing, police liaison work, hospital patient care, teachers assistant and forensic science. The feedback on job interest, work attitudes and motivation was good in almost every case.

2. The Student Employment Exploration Scheme

A circular was sent out to all secondary schools in 1976, explaining the government policy towards the Student Employment Exploration Scheme, outlining the necessary procedures, and advising on organizational aspects. This circular which is reproduced below put the programme of work exploration in high schools on a more general footing.

Text of the circular (1976) on Student Employment Exploration Scheme

1. The comparatively recent growth of work exploration schemes for secondary school pupils has been widely welcomed as a most significant development, not only within the schools themselves but also in the wider community. These schemes have been seen as a positive step towards broadening the pupils' educational opportunities and also bringing the schools and their communities closer together.

2. It has also become apparent, however, that this development has, because of its very success and rapid growth, brought with it some difficulties. On the one hand there is the problem of how far community resources can reasonably be expected to meet school requirements particularly in areas where there is more than one school or where a work "experience" programme is already in operation. There is, too, an increasing concern about the purpose and future implications of these new schemes on the part of both the local business community and more especially the local trades councils and trade unions. Although expressions of concern were by no means apparent in every case, they were nevertheless widespread enough to cause the Department of Education to consult interested parties to see whether it was necessary to develop a set of guidelines within which schools could operate and which could be agreed to by all the major interest groups.

3. It soon became apparent that all parties were firmly of the view that guidelines were essential.

Part I of this circular sets out policy.

Part II outlines guideline procedures.

Part III shows the organization necessary which all schools are advised to operate in student employment exploration schemes.

Part I: INTRODUCTION

The Student Employment Exploration scheme provides a formula whereby the resources of the community, in co-operation with the schools, may be developed into an extended educational resource which will enable young people while at school, to gain some knowledge of the employment world they will be entering and so ease transition from school to work. The code word for the Student Employment Exploration scheme, SEE, also carries the concept of this opportunity. This, however, involves many people - parents, employers, trade unions, employees as well as the schools.

Background

This present circular outlines agreed arrangements for students in all secondary schools other than those enrolled in official special classes.

Work experience schemes have existed for a number of years for pupils enrolled in officially established classes in primary, secondary and special schools. Specific guidelines for the development of these schemes were drawn up by the Department of Education in consultation with the Department of Labour and the trade unions. Circular Memorandum T73/72 sets out in detail the administration and conditions of these work experience schemes which will remain unchanged for pupils of special classes.

There is growing recognition of the many advantages for young people if, as part of their general education programme at school, they are able to gain some appreciation of the employment world. A start is being made in some schools to include vocational orientation in their curriculum studies and activities. This is an important development, and its value is enhanced if it can be complemented by opportunities for actual observation of work and where appropriate by a programme of participating and involvement with adults engaged in industry, commerce, etc.

The need for guidelines

Since the Accident Compensation Act removed the problems of insurance, more secondary schools have arranged "unofficial" work experience programmes with local employers

for their students because they recognized the benefits to their pupils. Desirable as these undoubtedly are, it must be pointed out that the planning of such schemes is a complex issue which needs to have regard for:

a. labour legislation;
b. industrial agreements;
c. safety measures;
d. community resources and employment availability etc.

Some schools, unaware of these requirements have made illegal or unwise arrangements which have been a cause of concern to unions and those responsible for monitoring labour legislation. The enthusiasm of the schools to provide these opportunities for their students has highlighted the need for careful organization of these programmes both within the school and equally important between schools and other agencies in the community.

Because of these difficulties, the Department of Education has been consulting with a number of organizations including the Federation of Labour, the Employers' Federation and the Department of Labour to establish guidelines which secondary schools should follow.

Part II: GUIDELINE PROCEDURES

The Director-General has established an advisory committee to oversee and co-ordinate the SEE programme at the national level and ensure compliance with labour legislation and educational objectives. It will comprise representatives from the Department of Labour, Secondary Schools Boards Association and the Department of Education.

Administration

The District Senior Inspectors of Secondary Schools will initiate the establishment of district committees at Auckland, Hamilton, Wellington, Christchurch and Dunedin. These committees will be responsible for the establishing and maintaining for the administration of programmes in their districts. The district committees in each centre will include representation from the Trade Council, the State Services Commission, the Regional Division of the New Zealand Employers' Federation, the Department of Labour

Factory Inspectorate, Employment and Vocational Guidance Service of the Department of Labour, SSBA, the Post-Primary Teachers Association and any other personnel the committee may wish to co-opt locally.

Functions

a. The committee will act as a liaison point for all schools, employers and trade unions in the district. Any matter of concern arising in relation to the operation of the scheme should be reported to the committee.

b. The Regional Committee will arrange the setting up of local committees throughout the district, wherever schools indicate they wish to be participants in the scheme. Members will nominate their representatives in the local community to co-ordinate the local placement facilities, to assist and advise the schools and to check that the scheme is operated effectively for all concerned groups. In large urban areas several such committees could be formed, each catering for a specific number of schools and a clear geographic area.

c. The District Committee will be informed by the Psychological Services of the list of employment places used by pupils from special classes and schools in the district. The committee will make special note of these when establishing local committees to ensure that these positions will not be encroached upon by the student employment exploration scheme.

d. In setting up local committees, the District Committee will ensure that the educational objectives of the scheme are clearly recognized and observed.

The local committee

The local committee is to be established with the approval of the District Senior Inspector of Secondary Schools when the needs of the local school(s) are recognized. This committee will comprise of nominees from the District Committee, representatives from the participating schools and local co-opted members from appropriate community organizations, eg. a Rotary vocational committee. The District Senior Inspector of Secondary Schools may nominate an inspector of secondary schools or an officer of the psychological services as a member of the committee.

Functions of the local committee

1. The administration of the local scheme, excluding matters that are specifically the responsibility of principals or the District Senior Inspector of Secondary Schools and to provide a local forum for the discussion of the schemes.

Specifically the committee will ensure that:

a. Approaches to employers are co-ordinated

i) Individual employers are not called upon too frequently

ii) Employers do not discriminate between schools in the allocation of places.

b. The protection of places which are available for pupils enrolled in the special classes or special schools and who participate in work experience programmes is safeguarded.

c. Supply an annual list of placements

d. That labour legislation is complied with.

2. To maintain oversight of the scheme and to investigate any problems that occur.

Note In districts where the Employment and Vocational Guidance Service is located, officers from the service will be prepared to assist in the arrangements for the students.

School procedure

1. Notify District Senior Inspector of Secondary Schools of intention to participate and await information of local committee contact.

2. Review the following conditions which are to be met by the school:

a. That the planned experience outside the school is integrated into the guidance programme where adequate preparation and follow-up class time is available for the full benefit to be gained;

b. That it is carefully planned, supervised and co-ordinated within the school;

c. That it is developed to include a range of students - all students have vocational needs and would benefit from an opportunity to investigate tentative choices more closely, but it is also valuable to young people at other levels;

d. Student placements must comply with labour legislation. Under existing legislation for the present the scheme will apply mainly to pupils over 15 years of age. Any proposal for students under 15 will be limited to those areas of employment not covered by the Factories Act and the approval of the DSISS obtained in addition to prior approval of the Community Liaison Committee.

e. The school must:

   i. Bear any costs for operating such programmes;

   ii. Ensure that no payment is to be made to pupils or the school;

   iii. Ensure that the purpose of any scheme is explained to the parents concerned and their consent obtained in writing;

   iv. Acquaint the employer nominated by the local committee, of the purpose the school hopes to achieve in recommending any particular student for participation in the SEE scheme in the employer's work place;

   v. Work through the Community Employment-Exploration Committee in all out-of-school organization of the scheme.

3. Each year, at a time to be arranged with the local committee, schools wishing to participate in the scheme must submit to the committee a statement outlining the requested allocation of placements.

Note The format and detail (eg. age of students) etc. will be the subject of local agreement but should include the following:

a. the name of the person with overall responsibility for co-ordinating the programme in the particular school;

b. information on the students involved including the school's objectives for each group;

c. an indication of the availability of the students in terms of time allocation;

d. suggestions of the possible type of work in which students could be involved and suggestions of employing institutions which the school sees as appropriate;

e. any special information which could affect placement, eg. a student with a medical factor which needs to be considered;

f. an assurance that the school has integrated their proposals into the school programme to ensure that adequate preparation and follow-up time is available.

The Committee will inform the school of the allocations of placements approved.

4. When the Committee's allocations are known, each school must seek the approval of their appropriate DSISS for the operation of the scheme. Sufficient information must be included to indicate:

a) The organization of the programme:

i. that is, the groups involved - the criteria for selection, the numbers involved and the objectives for each group;

ii. that preparatory and follow-up work within the school through a vocational orientation programme will be undertaken.

b) That parental approval has been obtained.

c) That there is a contact person with overall responsibility for co-ordinating the programme in the school and with employers.

d) Clear details of the time to be spent by students on the Student Employment Exploration scheme outside the school.

e) That adequate supervision of students has been arranged.

f) That there is no payment to students or the schools.

g) That the agreement of the Local Committee has been obtained for a school's proposal to be forwarded to DSISS.

h) That arrangements for evaluating the scheme have been made in the school.

All schools at present operating 'unofficial' programmes must follow the formula outlines for 1977 proposals.

Review

The Scheme will be kept under close review. Any major adjustments required will be referred to the national representative committee which has approved this circular. Schools may be asked to report to the DSISS on the operation of the schemes in their districts to assist this review procedure.

Part III: ORGANIZATION

Points to be considered by the school

1. Organization: Any programme involving pupils in contacts outside the school involves considerable thought and careful organization. The support of other teachers is required to achieve the necessary flexibility of timetables for preparatory and follow-up work in the school as well as the visits away from the school.

2. Types of courses: A study of the courses that schools have developed shows that a variety of programmes for a wide range of pupils can be valuable. All have the advantage of providing the opportunity to give young people some insight into the world of work, but for different purposes.

Some examples are:

a) A number of schools have developed work programmes similar in many ways to the official work experience classes, catering for the less

academic pupil. These pupils frequently gain a new perception of themselves, an orientation towards the working world and social benefits which ease the transition from school to work.

b) Catering for a wider ability range, are programmes which complement the careers orientation work to assist pupils in their occupational knowledge and choice by enabling them to explore through participation and observation the actual world of work.

It is stressed that this type of programme is an outcome of an adequate careers programme - not an alternative to it.

c) Associated with the above, but usually for only a short duration, is the arrangement whereby individual students may be given the opportunity to test a vocational choice.

d) Identified early leavers may benefit by a more concentrated work orientation course for periods of a week at a time to become aware of the adjustments necessary and to gain an assessment of themselves in relation to work skills. This should be associated with a "leaving school" programme.

It will be noted that the purpose of b) and c) above could meet needs found in students in 6th and 7th forms. Opportunities for work exploration should not be limited to the less academic pupil.

3. Objectives for each group: The examples given illustrate that a school can propose a variety of programmes. However, it is important that the *purpose* is clearly identified for each group, so that parents and employers are also aware of the objectives.

All courses must be planned for their educational role which requires both preparation and follow-up in the school situation.

4. Timing and time allocated: This is an important aspect in organization both from the point of view of school timetables and employers' work programmes. The pattern of one full working day per week established in the "official" scheme tends to have been adopted in other

schemes also. This will not necessarily be the most appropriate for all purposes. Exploration for career knowledge may be as effectively met by a short concentrated period. Variations in time may be devised if all interested parties agree. Approvals for periods exceeding a week will need the agreement of the District Senior Inspector of Secondary Schools. In general the amount of time out of school *should not exceed 25 days per year.*

5. Remuneration: Although pupils should be given the satisfaction of performing a useful role they *cannot be engaged under a contract of employment and must not be paid.* The prime purpose of this type of work exploration should be that pupils should further their education in ways that will increase their understanding of industrial or commercial life. It is important that the nature of the activity they participate in and its relevance to their school programme should be carefully explained to them.

6. Legislation: There are three Acts which are important to note:

a) The Factories Act - which precludes any one under 15 years of age being engaged on the premises. Between 15 and 16 years of age a medical certificate of fitness is required.

b) The Machinery Act - which does not permit anyone under 15 to operate machinery.

c) The Accident Compensation Act - which provides an insurance for young people also.

Details of the above legislation and its effect on the involvement of school pupils on employment premises must be discussed with senior officers of the Department of Labour.

7. Safety precautions: Even where prohibitions and restrictions are not imposed by legislation, the topic of safety in work places is of considerable importance. Particular regard should be paid to this aspect, with pupils being made aware, within the school, of safety rules and procedures. The Department of Labour has films and other materials which would be helpful for this topic.

8. Medical fitness of pupils: It is important that no pupil is to be involved in work for which he/she is unsuited on medical grounds. The Factories Act requires a medical assessment for people under 16 years of age. Where

a student has any medical condition, eg. asthma, diabetes etc. or other disabilities, eg. sight or hearing which might affect their choice of employment, the school must notify the local committee if the student is being considered for authorized educational activities outside the school.

9. Parents: The parents of students nominated for participation in the scheme must be informed. Methods of acquainting the parents of the purpose of the project and gaining their written consent, will be the responsibility of the school.

10. Employers' assessments: In the out-of-school situation, the adults dealing with the student often use different criteria for assessment from that of the school. Any assessment provided by the employer must be made known to the teachers and guidance personnel involved with the student, and appropriately included in the student's record.

11. Social experience: Another particularly valuable learning experience results from the opportunity of mixing with adults and a range of age groups with different objectives, value and social organization from that of a secondary school.

The school programme can assist students' awareness of these experiences in class discussions and by including personnel officers, trade union personnel etc. in the programmes to provide knowledge of social organization in employment".

C. Labour Co-operatives and their Training Scheme*

1. Some notes on existing cooperatives

It is not intended that this paper should be definitive but rather it should serve as a rough guide for those less familiar with the established groups.

Te Kaha Trust: This Cooperative grew out of the Walton House venture and is based largely on the Black Power Gang of Wellington, and more recently, of Upper Hutt

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* By D. O'Reilly, Detached Youth Worker, Hawkes Bay Community College.

as well. The Trust was originally set up as a labour contracting concern, utilizing the unemployed labour resources of the Black Power Gang. The Trust soon established a place for itself as a supplier of unskilled labour for building and construction sites, as well as a crib-walling contractor in its own right. More recently, the Trust has been involved in the administration of Special Works projects performed by members of the Upper Hutt Black Power Gang, and similarly of work performed by a group commonly known as the Wilson Street Group. The numbers employed by the Te Kaha Trust have varied considerably over time, according to the availability of work. More recently the number of young people involved with the Trust, either directly or indirectly, has grown, and no longer is this organization exclusively a Black Power concern.

The Ponsonby Labour Cooperative, and the Mahi Tahi Trust: The Ponsonby Labour Cooperative grew out of a series of "crash-pad" type houses in the Ponsonby area. This Cooperative is a private labour contracting concern, utilizing the unemployed young labour of the Ponsonby and surrounding areas. This Cooperative has grown from performing section clearing and related tasks, to a wider range of labouring jobs, including crib-walling, concrete work, agricultural labouring, packaging, etc. With the reduced availability of work, and the possibilities that the Government's Special Work offered, the Ponsonby Labour Cooperative set up the Mahi Tahi Trust, an organization that was designed to employ those members of the Cooperative which could not be catered for, and for which Special Work offered a job. The Cooperative and the Trust share the same administration, and there is a fairly free movement of membership between the two, according to the availability of jobs, contracts, etc.

The Taua Mahi Trust: This Trust, the membership of which has been as high as 70 or 80, consists of a series of gangs between six and 12 workers in size. Roughly two or three of the gang are engaged in private labour contracting, of a nature similar to the above, and the rest are engaged in Special Government Work, and Local Authority projects. Two of the gangs are all female, and this Trust was the first to respond to the particular needs of this section of the young unemployed.

The Mahi Trust: This Trust also had its origins in the Walton House venture. It differs from other existing Cooperatives in significant ways. First, the Trust was

set up as an alternative urban marae, based on a house and large section of land in Island Bay, Wellington, and second the Trust, by initially remaining relatively small, has concentrated on the development of skills, particularly in the wood-working and related trades area.

The Aroha Women's Cooperative: This small Wellington Cooperative was the first to be set up solely to employ unemployed young women. It is closely allied to, but not part of, the Te Kaha Trust. The number involved is relatively small and all are employed on the Government Special Work, and Local Authority schemes.

The Maraenui Work Cooperative: This Cooperative utilizes the young unemployed people of the Maraenui area of Napier, and is organized as part of the Hawkes Bay Community College - Napier YMCA SAVE programme. This Cooperative works labour only contracts in the private sector.

2. A personal account of the Te Kaha Trust Cooperative

This is a report to capture some of the spirit and history of a work/education scheme named the Te Kaha Trust. A programme such as this cannot be judged on "success" or "failure". To have existed is justification enough.

The "Trust" came from many discussions and meetings held at odd times over two years. The first was held at Jim Kebble's community house in Allenby Terrace in 1973. It involved Bill Moung, now working with the present scheme, Jim Batson a polytechnics lecturer who was running a course called "Top Card", and myself.

These meetings concentrated around the idea of a work/education scheme called Poly-pool. The design of the scheme was remarkably similar to what we actually have today, as the Trust programme.

It may do well to recapitulate on why we thought such a programme was necessary.

To do this we have to define the group at which the programme is aimed. They are young, mainly though not exclusively Maori. Their common denominator is a low standard of education generally coupled with some time in a penal or correctional institution.

(This relationship is not accidental and we shall return to it later).

For reasons of self-security and often because of their inherent gregariousness, they tend to form into groups or gangs. Society feels inadequate to cope with these groups, labels them as negative and encourages the Police to give them a disproportionate amount of attention. Therein lies a vicious cycle in which the groups begin to react as they are treated. The group members become destructive, negative and involved in criminal activity. They are not criminals of desire nor choice, but criminals of circumstance. Surely if the circumstances can be changed the criminality might disappear? If the group is organized to do positive activities then the individual members may become positive in their outlook. These young people are often filled with a tremendous vitality and desire to learn. Through no fault of their own they have been left without the tools to construct their particular lifestyles.

Successive governments, and they have all been remarkably similar despite their public claims, have pursued a policy of de-ruralization. In other words they want farming organized as an industry, formed on such a basis that it has little need for people, and they want as many people in the towns as possible to provide labour for industry and a ready market for those goods produced. Therefore, everything becomes aimed at backing the system. It calls for a basic class distinction. Some people are going to be "bosses", some workers. Those destined for boss roles will generally come from well-off homes that can afford to send them to private schools, and eventually university. Those to be workers will generally come from poorer homes, and will be taught at larger state schools. They will learn English, so they can understand orders, and tool-trades, so they can take their place in the various levels of production. This system is not *all* bad, but it ignores some basic points.

Firstly it is a European or Pakeha system. It does not take into account that a large and ever increasing number of young people do not come from European backgrounds but from Polynesian. And the traditional methods of teaching are entirely different. The arts of debate, of hand crafts, of song and dance are generally ignored in our present system. School is not part of the community, but it is a place that you go to between certain years of age.

This whole outlook is foreign to most Polynesian people. Therefore, it is not surprising that a high proportion of young Polynesian people "fail" this system. It is from this group that our people come.

Earlier, I touched on the relationship between the common denominator of our group and noted that those participating in the Trust usually had a poor standard of education and had often spent time in a penal or correctional institution. I also indicated that this relationship was not accidental. There is a myth that there is a "Maori Crime Rate". It is supported by the statistics. Last year, of 5,035 people in prison, 1,886 were Maoris, even though Maoris comprise only 11% of the total population. This is not an ethnic failure, however, but just an indication of poor education. This point is well illustrated in a book by Auckland lecturer Allan Nixon called "A child's guide to crime".

These points about the faults of our education system are often conceded, but we are told that not much can be done about it, because other systems are so much more expensive, and we simply lack the money. We are, however, prepared to spend at least $10,000 to keep one person in prison for a year. Now, if it's lack of education that put him there, aren't we spending our money at the wrong end?

The other area that we are concerned with is work. Work is linked with accommodation, but this link is a bit like the chicken and the egg. You can't keep a job if you have nowhere to stay. If you don't get a good night's sleep, have a feed before you go to work and know you've got somewhere to go home to, you don't have much chance of keeping a job. On the other hand, if you don't have money, you don't stand a chance of getting a flat. As early as 1973 we thought we could short-circuit this problem. Geoff Lewington and myself ran a place in Vivian Street. It was six-roomed and eventually we had something like thirty people there. Only about three of us worked. This created many problems. The first was obviously financial. It cost money to pay for the rent, and thirty people ate a lot of food. It required the total incomes of the three people who worked, which didn't leave them feeling all that happy being broke after having worked all week. Eventually someone would throw in the towel and stop working. We would then try and get everyone involved with getting a job. Being out of work

is in itself a malaise. It makes you feel inadequate and induces a spirit of hopelessness. Not being able to give your body basic exercise creates a build-up of energy, especially in young people. So at Vivien Street we found that all this pent-up energy let itself go in a destructive fashion. Someone would destroy something, a chair, a door, anything to get rid of this sense of frustration. Later in the day, they'd go to the pub. There's always money around at a pub. The booze would start flowing, the day passes into night and the pub closes. Still the frustration is there; nothing has been done, nothing has been achieved. The most articulate demonstration of frustration is violence. The fights would start. This was the reason for three or four years of gang wars. (With the various programmes underway, the wars passed). After the pub and the almost inevitable brawl, people would trek down to some night club. At the "strip" you could stay until 4 or 5 in the morning. After that closed, if you were drunk or hungry enough you would rob a shop or "roll" someone and rob him. Perhaps you'd even get home without being caught. Whatever happened, there was not much chance of getting up at 7 to look for a job or getting to work if you had one. So, this vicious destructive cycle would go on and on.

Some work environment then, that could tolerate our people seemed to be the answer. John Porter, a Canadian, ran a very successful concrete company in Wellington at that time. It was called Riteway Concrete. He employed 16 or so chaps, almost exclusively gang members. They were recognized as being one of the best concrete teams around. Surely, if he could do it, so could we. Some of the gang's guys worked at New Zealand Freighters. It looked like a good chance to get more of the Vivian Street people in there, so I took a job at Freighters, and eventually so did Geoff.

Through a strong Union organization we managed to negotiate several agreements that were beneficial to our guys. The first was the "52-man principle". Basically this was that Management would pay out 52 wages each week no matter how many men turned up, as long as work was done. The excess monies were shared among these people who turned up all week. This allowed us to "rest" people. If a guy didn't want to come to work his mates would give him a share of their bonus which they got for his not being there.

Secondly, we had a "leading hand". The leading hand was elected by the men. Management was to approach him, and only him, for the organization of the yard. This prevented foremen yelling and screaming at the guys about what they wanted or didn't want done. The leading hand was in touch with the men. He knew who lived with whom, he knew who was feeling off colour and all those bits of knowledge that are necessary to organize a work gang. With the leading hand system the yard operated much more smoothly.

Thirdly, there was the disputes committee; the management had no right to fire a worker except in a court-proved case of theft or fighting on the job. For any other reason, the Management had to abide by the decision of the disputes committee. This committee was elected by the men and only the delegate was on it by right. This allowed a worker to give his side of the story in any dispute in which he was involved. One case I can remember was with a guy who stayed at Vivian Street. The Management came to the delegate with a list of 30 heinous crimes this guy had, they claimed, committed. These included stacking half a railway wagon full of paint tins upside down so that when they were shaken about in the shunt, all the lids came off and the paint filled the carriage. When the committee spoke to him about these things, they discovered that his particular foreman liked putting him away up the line all on his own. It was decided to give him one more chance and he was put into the bulk gang which was a team of six, and received an extra payment. Management were furious. "We wanted him sacked, not promoted". But by this time the fellow was one of the best workers in the bulk gang.

The major disadvantage with the Freighters' job was that it was ultimately controlled by management. In 1974, I left Freighters to start with Tenants Protection Association. Geoff, however, stayed on until the end of the year.

At the end of 1974, many of the gang, including most of those from Freighters, went on the "Storm and Friends Tour". This was a very successful project sponsored by the QEII Arts Council. In brief, it was a "rock drama" tour in which we visited small towns and stayed mainly on Maraes. It ended with people who had barely reached 4th form English performing 13th century Mummers Theatre in front of 2,500 people at Albert Park in Auckland.

Labour co-operatives and their training scheme

After we had returned from the Storm Tour in early 1975, the Mayor had persuaded the Wellington City Mission to allow use of a vacant hostel in Newtown called "Walton House". The hostel was to be run by Bruce Stewart, a man of many talents, with an ability to provide a dramatically positive spirit to the place. Once Walton House began to fill, however, we ran into the same sort of problems with work as we had had at the other houses.

We set about getting work and Bruce, using his contacts, came up with many jobs: scrub cutting, cleaning up around houses and the like. Wages weren't much, but at least we were doing something. However, things didn't sustain all that long and Bruce started to do more of the craft work at which he excels. This, by its very nature, precluded the use of many men, so we were back where we started.

Bill Maung, at this time, had a work trust involved with paper rounds. Using his charter as a basis, and planning on selling our basic labour, we formed the "Te Kaha Trust Inc". The major intent of the Trust as stated in our Trust Deed was to operate a "work-related education scheme for young people".

There were four original trustees; Canon Arnold and Mr. Falloon from the City Mission, Hugh Rennie, a lawyer and myself. The Trustees viewed themselves as a body to enable the Trust to work rather than a controlling body. We had no starting capital nor assets, but with a little work in hand the money started to come in and we were able to start an account.

Our ability to work was the only thing we had for sale. Luckily, in Wellington, there is always a demand for labour, and if we could offer a large, organized labouring team, various concerns, especially in the building industry, might be willing to use us. John Porter from Riteways put us in touch with many people from the building industry. It was then a matter of tramping around the various companies and offering our services.

Peter Campbell from Civil and Civic responded and so we started a long relationship with Civil and Civic. So many of this company's staff have been good to us that it would be impossible to name them, but they have all done us a great service.

Combining education and work

In August of 1975, we started our "Sump Contract" with the Wellington City Corporation. This was to hand-dig every sump in the Wellington area, excluding central town. John Porter again proved to be a friend and gave us his truck on a lend-lease basis. It was an amazing sight to see all the guys wandering up and down the street with great 12' shovels over their shoulders.

Work blossomed in that period and we won much custom. One firm that was used was Unit Construction, the Manager of which may now become a trustee.

Ross France started working with us in October of 1975. He helped set our wage system into operation and generally helped to run the show. He has now moved to Auckland and runs the Ponsonby Labour Co-op, a similar set-up.

By late 1975 we generally had about 20 men employed. Having such a number created problems of its own. People tended to slip into the traditional boss/worker roles. Some guys looked on the Trust as an institution and sought to draw from it rather than to contribute to it. All in all though, it went rather well. With some of our profits, we had paid off the truck from Riteways and had it painted with "Te Kaha Labour Contractors" with a big band of Kowhaiwhai on the door.

In January 1976 we returned to work. Most chaps had gone home for Christmas, some for the first time in many years. With holiday pay they could afford to go and with the knowledge that they were part of a positive scene that had some achievements under its belt, they felt some pride. One guy demanded a photo of the truck because his father wouldn't believe about the scheme and had threatened him with a clip over the ears if he persisted with the story.

Eventually the general economic situation hit the building industry and the market fell right out of the labouring field. Our work fell away to hardly anything, may be 4 or so people a day. We had about 20 on the pay-roll and were giving half a day's pay to all those who didn't work. What spare cash we had soon disappeared in paying wages without work.

It looked like we would have to fold. We had a meeting at Walton House to decide what to do. During the meeting a phone call came from the Department of Lands and

Survey to say that we could start a scrub-cutting team of up to 16 men. They would be paid as part of the Labour Department's emergency work scheme and although they would just get wages and no money for the Trust at least they would have work.

We were very excited. We decided to keep a small team in town and slowly build up again. New guys would go scrub cutting and would bring fellows from the scrubbies back into town.

The scrub-cutting team went through its ups and downs but generally survived. The Trust laid out some $400 worth of equipment, but unfortunately most of it was broken or lost. However, for all its faults it saw a team through the winter.

The town project continued. Peter, Mike Vaughan's brother, arrived from Christchurch, bringing more concrete skills to add to those of Peter Nip's. With one major footpath contract from the Wellington City Corporation already under our belt we took on a labour contract to lay a whole subdivision at Sunbrae in Upper Hutt with footpaths.

The work force was slowly building up again to about 12. One of the guys, Morgan Pouwhere was selected to go on a goodwill tour to Japan. The Trust gave him a hundred dollars to help his day to day living. Morgan is now a leading hand labourer for Civil and Civic.

During the course of the year we had learned the construction of crib walls. We took on a couple of small walls and built them quite well. Eventually we tendered for a large contract at the Johnsonville Bowling Club. This contract did not make us money, but did teach us many valuable lessons.

Some of the Ponsonby Co-op fellows came down to Wellington during the year to learn a few concrete skills. We in turn sent Peter Kingi up to them to teach them a little about crib walling.

Work progressed fairly well during the year with one or two exceptions. Some of our prices were too low and some of our work was shoddy. One job that we did incorrectly cost nearly a thousand dollars to repair. The other thing that became obvious was that with the lack of an accountant or manager we were not running an effective business.

Combining education and work

Whilst we would accept that a scheme such as ours does not have profit as its prime motive, this does not mean to say we should not run the business efficiently. This year, 1977, has progressed well enough. Crib walling on a labour only basis has provided much of our work, with labour day work remaining steady enough. The pleasing feature of this year has been the evolving control that Trust workers are taking in the work scheme. In the past few weeks, Bill Maung has taught several workers to operate the office system and at present six of the twelve Trust workers can run the office.

The next six months look firm enough, with good work prospects due to large numbers of slips around Wellington needing crib walls. With our improved office procedure, our financial status should improve. We are now looking at the possibilities of establishing some link with the Polytechnic. This may take the form of the Polytechnic paying "lecturers" such as a carpenter who would take a "class" through a contract. As the contract progressed he would teach his class the various practical aspects of carpentry necessary for that particular work. Whatever formula is finally settled on, we want to develop the educational side of our activity during the next 6 months.

The effect of the Trust programme so far cannot be judged solely on its own achievements, but must be related to the whole scene in which it operates. It has acted as a symbol for the gang at large; that gang people can achieve positive things. It is also a legal entity through which the gang can operate. For instance, the lease on the present club rooms is in the Trust's name. Of the 96 or so people who have worked for the Trust since its beginning, nearly all have been gang members. Many have just come out of prison and have used the Trust as a work base while they sort out their own direction. Some have been referred by the Probation Service or Social Welfare but most have come through "the grape vine".

Often in Court, one may hear people say that they work for the Trust. Often this is true, in intention, if not in fact. Recently a senior magistrate passed a derogatory comment about the fact that so many Trust personnel appear in Court. That's like telling a lawyer that you don't think much of him because so many of his clients are criminals. Of course the same guys who work for the Trust often get into trouble. All this means is that we are working in exactly the right area.

Labour co-operatives and their training scheme

Of the people who have worked in the Trust over the past year, 80 have been Maori, 12 Pakeha, 3 Samoan and 1 Burmese. Twenty-nine of these people have been full time, i.e. have worked continuously for 2 months. Eight women have been paid by the Trust. Whilst they were not employed in direct Trust operations, they were responsible for helping clean Walton House and for providing some sort of breakfast and lunch for Trust employees. The girls received between 10 to 30 dollars per week for their work. This was, of course, only a token payment for the great amount of work they gave. They provided a base from which we could operate.

The Trust has paid for the running of vehicles for Walton House and for the general welfare of all the people touched by the scheme. This ranged from taking people to the doctor, to court, to trips to the beach, to league practice and games. The cost would be hard to calculate, but it would be substantial.

The Trust also used its resources to help its workers who were in difficulties. Loans were given for people to go to tangis, to set up flats, for food, etc. In some cases the money came back, in some not.

One of the intangible effects of the operation must have been the effect on our clients. In many cases, especially in private properties, people shuddered whom they had employed to lay their concrete paths or put up their crib wall. But in nearly every case we were able to leave a job having struck up a tremendous relationship with our clients and removed their fear of the boys. It is a two-way process, with our people becoming more confident in dealing with "straights". Being on building sites and having a good work name earned much respect among other workers. Some of our people have been offered and have taken jobs with companies for whom we worked, so good was their performance.

Most of the things done by the Trust have been possible only through the guts and drive of the boys themselves. But we have had many friends, so many that it is impossible to name and thank them all. One exception though must be made for the Wellington City Mission who not only has provided us with a building, offices, phone and other resources but has stood by us to the hilt. Without them none of these things could really have occurred.

What directions the Trust takes now is up to the boys. My time has ended, for there is no further need for me. I am sure that there is courage, experience and determination enough for the remaining team to take the basic form that we have and improve it to better cater for the people for whom it is intended.

Kia Kaha, Kia manawanui

3. Training Leaders for Group Work and Special Work Scheme

Training programmes for potential leaders of Labour Department Group Work and Special Work Schemes are currently being prepared at Hawke's Bay Community College. Both types of project are in desperate need of work organizers. Despite the rapid growth of Group Work and Special Work Schemes, little has been done to tackle the question of leadership and intra-scheme organization.

The intended Supervisors' Course will be the first such course attempted to relieve this need. It is anticipated that this course will attract people nationally.

It may do well to note that whilst both Group Work Schemes and Special Work Schemes arise out of unemployment, the reason for the unemployment of the people in the respective schemes may be different. Those in Special Work Schemes tend to suffer unemployment because of the depressed economic level, whilst those in Group Schemes are unemployed because of more obtuse social causes. The training requirements of the two groups may therefore differ.

The Supervisors' Course should have these objectives:

a) Inspire a sense of confidence
b) Catalyse inherent leadership qualities
c) Equip people with basic managerial skills.

The essential ingredient for success of this course will be that the students achieve. They must have wins. The approach then will have to be low-key and attainable targets must be set. Individual assessments must be made so that individual targets may be set.

The two prerequisite steps to attaining actual managerial skills are gaining confidence and realizing leadership. In this particular course, we may only be

able to partly deal with these important stages. Some students may wish to develop these further in a "project-related skills course" that could be organized with independent funding.

This does not mean that confidence and leadership should be the object of separate training phases. They should be interrelated with the gaining of specific managerial skills. Courses will have to be phrased to incorporate elements of leadership and confidence building.

For ease, let us break the stages down into:

Confidence building) Leadership catalysing) — Stage One

Managerial skills — Stage Two

Specific Stage One courses could be:

a) Personal achievement courses, e.g. learning to read and write; learning Maori (lack of basic Maori is often embarrassing to Maori youth); welding; car maintenance, etc.

b) Social role knowledge (Role of police, lawyers, unions, etc.)

c) Group dynamics

d) New Zealand history

e) Health, physiology

Stage Two Courses, on the other hand, might incorporate the following:

a) Basic business concepts (profit, loss, overheads, etc.)

b) Group work skills

- Scrubcutting - chain saw maintenance, tool care, etc.
- Painting
- Concrete work
- Demolition
- Fencing
- Horticulture (market gardening)
- Possuming/hunting etc.

c) Quoting (to be learnt through practical exercises)

d) Defensive Driving and Heavy Traffic Driving

At times various things could be interrelated. For instance if students were mounting a scrubcutting expedition up-country, the team could camp a couple of nights out. Preparing for the camp could be a logistical and organizational exercise all in itself. In the evenings the team could reflect on the group dynamics already touched in an earlier course, and see what lessons could be applied to the present situation.

This Supervisors' Course is going to be difficult. A careful and well thought-out approach will be essential.

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